# Staff Report on Proposed 2014B Series Text Amendment To The Future Land Use Element of 2030 Comprehensive Plan

## **ORDINANCE 2015-018**

As indicated in EXHIBIT 1 for Ordinance 2015-018, a text amendment is being proposed to amend Future Land Use Element (FLUE) to permit the use of facilities producing less than 10,000 barrels of beer, wine or other alcoholic beverages for on-site consumption through a PUD Zoning District with certain criteria in the Residential Professional and Institutional (RPI) Land Use Category.

Ordinance 2015-018 proposes to include in all Development Areas of the RPI Land Use Category the following: An establishment or facility in which beer, wine, or other alcoholic beverages are produced for on-site consumption where production does not exceed 10,000 barrels (310,000 gallons) per year and offsite sales to a state licensed wholesaler do not exceed 75% of production is permissible by PUD only. The aforementioned shall not limit the production of beer, wine or other alcoholic beverages for exclusively on-site consumption in conjunction with an otherwise permissible restaurant or retail sales and service establishment. This new language is intended to provide greater flexibility in where microbreweries can locate to accommodate the growing industry.

Therefore, the Planning and Development Department recommends **Approval** of the text amendment in the attached **EXHIBIT 1** and submitted as **Ordinance 2015-018**.

Introduced by the Land Use and Zoning Committee:

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ORDINANCE 2015-18

AN ORDINANCE ADOPTING 2014B SERIES TEXT AMENDMENT TO THE FUTURE LAND USE ELEMENT OF THE 2030 COMPREHENSIVE PLAN OF THE CITY OF JACKSONVILLE RELATING TO THE USE OF FACILITIES PRODUCING NO MORE THAN 10,000 BARRELS (310,000 GALLONS) OF BEER, WINE OR OTHER ALCOHOLIC BEVERAGES FOR ON-SITE CONSUMPTION, WITH UP TO 75% OF PRODUCTION PERMITTED FOR OFF-SITE SALES TO A STATE LICENSED WHOLESALER, THROUGH A PUD ZONING DISTRICT ONLY, WITH CERTAIN CRITERIA IN THE RPI LAND USE CATEGORY; PROVIDING A DISCLAIMER THAT THE AMENDMENT GRANTED HEREIN SHALL NOT CONSTRUED AS AN EXEMPTION FROM ANY APPLICABLE LAWS; PROVIDING AN EFFECTIVE DATE.

WHEREAS, the Planning and Development Department has initiated certain revisions and modifications to the text in accordance with the procedures and requirements set forth in Chapter 650, Part 4, Ordinance Code in order to facilitate the appropriate and timely implementation of the plan, and has provided the necessary supporting data and analysis documentation to support and justify the amendments determined to be required and accordingly has proposed certain revisions and modifications which are more particularly set forth in Exhibit 1, attached hereto, and incorporated herein by reference; and

WHEREAS, the City by the adoption of Ordinance 2014-395-E approved this text amendment to the 2030 Comprehensive Plan on June 10, 2014 for transmittal to the Florida Department of Economic Opportunity

("DEO"), as the State Land Planning Agency and other required state agencies, for review and comment; and

WHEREAS, by various letters and e-mails, the DEO and other state reviewing agencies transmitted their comments, if any, regarding this proposed amendment; and

WHEREAS, the Planning and Development Department reviewed the proposed revisions, considered all comments received, prepared a written report and rendered an advisory recommendation to the Council with respect to these proposed text amendments; and

WHEREAS, the Planning Commission, as the Local Planning Agency, held a public hearing on this proposed amendment to the 2030 Comprehensive Plan, with due public notice having been provided, and reviewed and considered all comments received during the public hearing, and made a recommendation to the City Council; and

WHEREAS, pursuant to Section 650.408 Ordinance Code, the Land Use and Zoning (LUZ) Committee held a public hearing in accordance with the requirements of Chapter 650, Part 4, Ordinance Code, on this proposed amendment and has made its recommendation to the City Council; and

WHEREAS, pursuant to Section 163.3184(3), Florida Statutes and Chapter 650, Part 4, Ordinance Code, the City Council held a public hearing with public notice having been provided on this proposed amendment to the 2030 Comprehensive Plan; and

WHEREAS, the City Council further considered all oral and written comments received during public hearings, including the data collection and analysis portions of this proposed amendment to the 2030 Comprehensive Plan, the recommendations of the Planning and Development Department and the Planning Commission, the final recommendations of the LUZ Committee, and the comments, if any, of the DEO and the other state agencies; and

WHEREAS, in the exercise of its authority, the City Council has determined it necessary and desirable to adopt this proposed amendment

to the 2030 Comprehensive Plan to preserve and enhance present advantages, encourage the most appropriate use of land, water and resources, consistent with public interest, overcome present deficiencies, and deal effectively with future problems that may result from the use and development of land within the City of Jacksonville; now therefore,

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BE IT ORDAINED by the Council of the City of Jacksonville:

Section 1. Purpose and Intent. This ordinance is adopted to carry out the purpose and intent of, and exercise the authority set out in the Local Government Comprehensive Planning and Land Development Regulation Act, Sections 163.3161 through 163.3248, Florida Statutes and Chapter 166, Florida Statutes, as amended.

Section 2. Amendment to Comprehensive Plan. The 2030 Comprehensive Plan is hereby amended to include this revision to the text of the 2030 Comprehensive Plan in the Future Land Use Element from the 2014B Series which has been initiated by the Planning and Development Department, as more particularly set forth in Exhibit 1, attached hereto, dated December 17, 2014 and incorporated herein by reference.

Section 3. Disclaimer. The amendment granted herein shall not be construed as an exemption from any other applicable local, laws, regulations, requirements, permits state, or federal All other applicable local, state or federal permits or approvals. approvals shall be obtained before commencement of the development or use and issuance of this amendment is based upon acknowledgement, representation and confirmation made by the applicant(s), owner(s), developer(s) and/or any authorized agent(s) or designee(s) that the subject business, development and/or use will be operated in strict compliance with all laws. Issuance of this amendment does not approve, promote or condone any practice or act that is prohibited or restricted by any federal, state or local laws.

1 Section 4. Effective Date. This ordinance shall become 2 effective upon the signature by the Mayor or upon becoming effective 3 without the Mayor's signature. 4 Form Approved: 5 6 7 8 /s/ Susan C. Grandin 9 Office of General Counsel Legislation Prepared By: Kristen Reed 10 11 G:\SHARED\LEGIS.CC\2015\Ord\Large Scales\2015-18 TXT AMD.doc

## **Ordinance 2015-018**

# 2014B Series Text Amendment City of Jacksonville 2030 Comprehensive Plan

# **Future Land Use Element (FLUE)**

#### RESIDENTIAL-PROFESSIONAL-INSTITUTIONAL (RPI)

#### RPI - GENERAL INTENT

Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, professional office, and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA mass transit system station or Rapid Transit System (RTS). Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

#### **RPI - GENERAL NEIGHBORHOOD PROTECTION**

Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following:

• A scale transition as defined and illustrated in this element.

- When developing mixed uses, residential uses, shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible.
- Elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.

#### RPI - URBAN PRIORITY AREA (UPA) INTENT

RPI in the Urban Priority Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. A combination of compatible should be organized vertically within a multistory building.

Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

#### RPI - URBAN PRIORITY AREA USES

The uses provided herein shall be applicable to all RPI sites within the Urban Priority Area.

#### Principal Uses

Multi-family dwellings; Office; Business and Professional Office; Institutional; Large scale institutional uses, which require supporting residential and office components; Commercial retail sales and service establishments limited to 50 percent of the site area; Live/Work Units; Financial institutions; Restaurants (without drive-in or drive-thru facilities); Single Room Occupancies (SROs); Off street parking lots and garages when combined with another principal use; Single-family dwellings which were originally constructed as single-family dwellings prior to adoption of the 2010 Comprehensive Plan; and Uses associated with and developed as an integral component of TOD.

An establishment or facility in which beer, wine, or other alcoholic beverages are produced for on-site consumption where production does not exceed 10,000 barrels (310,000 gallons) per year and offsite sales to a state licensed

Exhibit 1 Page 2 of 12 December 17, 2014 wholesaler do not exceed 75% of production is permissible by PUD only. The aforementioned shall not limit the production of beer, wine or other alcoholic beverages for exclusively on-site consumption in conjunction with an otherwise permissible restaurant or retail sales and service establishment.

Single-use developments shall be limited to residential or office. Single use residential developments shall be developed pursuant to the requirements of the Medium Density Residential (MDR) category.

Mixed use developments may not include more than 90 percent of any individual use.

#### Secondary Uses

Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Single-family dwellings a part of a single-use or mixed used development; Veterinary Offices; and Filling stations.

#### Ancillary Transitional Uses

Off street parking facilities; Stormwater facilities; Open spaces.

Ancillary uses may be shared between abutting RPI sites and do not count as principal uses. They may fully occupy a site designated RPI only when the RPI serves as a transition between more and less intense uses, and the facilities are ancillary to the function of one of the adjacent uses; provided, however, that off street parking facilities in the RPI land use category shall only serve primary uses also in an RPI land use category.

#### RPI - URBAN PRIORITY AREA DENSITY

The maximum gross density within the Urban Priority Area shall be 40 units/acre and the minimum gross density shall be 10 units/acre; except as provided herein.

- For sites abutting Low Density Residential (LDR), the maximum gross density shall be 20 units/acre.
- Transit-Oriented Developments (TOD) shall provide a minimum gross density of 20 units/acre; and may increase the maximum gross density by an additional 20 units/acre;

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- except for sites abutting Low Density Residential (LDR), in which case the maximum gross density shall be 20 units/acre.
- For sites within the Coastal High Hazard Area (CHHA), the maximum gross density shall be 20 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.
- There shall be no minimum density for single family dwellings which were originally constructed as single family dwellings prior to adoption of the 2030 Comprehensive Plan or when single-family dwellings are permitted as a secondary use.

#### <u>RPI - URBAN PRIORITY AREA DEVELOPMENT</u> CHARACTERISTICS

The development characteristics provided herein shall be applicable to all RPI sites within the Urban Priority Area.

- Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element.
- Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.
- Commercial retail sales and service establishments shall be limited to the ground floor.
- Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. In the case of TND, development should also be massed along the newly created street network.
- Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.
- To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.
- In TOD, TND, and mixed use developments open spaces should be designed as common connecting elements between uses.

#### RPI - URBAN AREA (UA) INTENT

RPI in the Urban Area is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled.

Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

#### RPI - URBAN AREA USES

The uses provided herein shall be applicable to all RPI sites within the Urban Area.

#### Principal Uses

Multi-family dwellings; Office; Business and Professional Office; Institutional; Large scale institutional uses, which require supporting residential and office components; Commercial retail sales and service establishments limited to 50 percent of the site area; Live/Work Units; Financial institutions; Restaurants (without drive-in or drive-thru facilities); Single Room Occupancies (SROs); Off street parking lots and garages when combined with another principal use; Single-family dwellings which were originally constructed as single-family dwellings prior to adoption of the 2010 Comprehensive Plan; and Uses associated with and developed as an integral component of TOD.

An establishment or facility in which beer, wine, or other alcoholic beverages are produced for on-site consumption where production does not exceed 10,000 barrels (310,000 gallons) per year and offsite sales to a state licensed wholesaler do not exceed 75% of production is permissible by PUD only. The aforementioned shall not limit the production of beer, wine or other alcoholic beverages for exclusively on-site consumption in conjunction with an otherwise permissible restaurant or retail sales and service establishment.

Single-use developments shall be limited to residential or office. Single use residential developments shall be

Exhibit 1 Page 5 of 12 December 17, 2014 pursuant to the requirements of the Medium Density Residential (MDR) category.

Mixed use developments may not include more than 90 percent of any individual use.

#### Secondary Uses

Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Single-family dwellings as part of a single-use or mixed used development; Veterinary Offices; and Filling stations.

#### Ancillary Transitional Uses

Off street parking facilities; Stormwater facilities; Open spaces.

Ancillary uses may be shared between abutting RPI sites and do not count as principal uses. They may fully occupy a site designated RPI only when the RPI serves as a transition between more and less intense uses, and the facilities are ancillary to the function of one of the adjacent uses; provided, however, that off street parking facilities in the RPI land use category shall only serve primary uses also in an RPI land use category.

#### RPI - URBAN AREA DENSITY

The maximum gross density within the Urban Area shall be 30 units/acre and there shall be no minimum density; except as provided herein.

- For sites abutting Low Density Residential (LDR) and Rural Residential (RR), the maximum gross density shall be 20 units/acre.
- Transit-Oriented Developments (TOD) shall provide a minimum gross density of 20 units/acre; and may increase the maximum gross density by an additional 20 units/acre; except for sites abutting Low Density Residential (LDR) and Rural Residential (RR), in which case the maximum gross density shall be 20 units/acre.
- For sites within the Coastal High Hazard Area (CHHA), the maximum gross density shall be 20 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.

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#### RPI - URBAN AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all RPI sites within the Urban Area.

- Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element.
- Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.
- Commercial retail sales and service establishments shall be limited to the ground floor.
- Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. In the case of TND, development should also be massed along the newly created street network.
- Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.
- To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.
- In TOD, TND, and mixed use developments open spaces should be designed as a common connecting element between uses.

#### RPI - SUBURBAN AREA (SA) INTENT

RPI in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred.

Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

#### RPI - SUBURBAN AREA USES

The uses provided herein shall be applicable to all RPI sites within the Suburban Area.

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#### Principal Uses

Multi-family dwellings; Office; Business and Professional Office; Institutional; Large scale institutional uses, which require supporting residential and office components; Commercial retail sales and service establishments limited to 50 percent of the site area; Live/Work Units; Financial institutions; Restaurants (without drive-in or drive-thru facilities); Single Room Occupancies (SROs); Off street parking lots and garages when combined with another principal use; Single-family dwellings which were originally constructed as single-family dwellings prior to adoption of the 2010 Comprehensive Plan; and Uses associated with and developed as an integral component of TOD.

An establishment or facility in which beer, wine, or other alcoholic beverages are produced for on-site consumption where production does not exceed 10,000 barrels (310,000 gallons) per year and offsite sales to a state licensed wholesaler do not exceed 75% of production is permissible by PUD only. The aforementioned shall not limit the production of beer, wine or other alcoholic beverages for exclusively on-site consumption in conjunction with an otherwise permissible restaurant or retail sales and service establishment.

Single-use developments shall be limited to residential or office. Single use residential developments shall be pursuant to the requirements of the Medium Density Residential (MDR) category.

Mixed use developments may not include more than 90 percent of any individual use.

#### Secondary Uses

Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Single-family dwellings as part of a single-use or mixed used development; Veterinary Offices; and Filling stations.

#### Ancillary Transitional Uses

Off street parking facilities; Stormwater facilities; Open spaces.

Exhibit 1 Page 8 of 12 December 17, 2014 Ancillary uses may be shared between abutting RPI sites and do not count as principal uses. They may fully occupy a site designated RPI only when the RPI serves as a transition between more and less intense uses, and the facilities are ancillary to the function of one of the adjacent uses; provided, however, that off street parking facilities in the RPI land use category shall only serve primary uses also in an RPI land use category.

#### RPI - SUBURBAN AREA DENSITY

The maximum gross density within the Suburban Area shall be 20 units/acre and there shall be no minimum density; except that Transit-Oriented Development (TOD) shall provide a minimum gross density of 15 units/acre; and may increase the maximum gross density by an additional 10 units/acre.

#### RPI - SUBURBAN AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all RPI sites within the Suburban Area.

- Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element.
- Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.
- Commercial retail sales and service establishments shall be limited to the ground floor.
- Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. In the case of TND, developments should also be massed along the newly created street network.
- Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.
- To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.

 In TOD, TND, and mixed use developments open spaces should be designed as a common connecting element between uses.

#### RPI - RURAL AREA (RA) INTENT

Plan amendment requests for new RPI designations are discouraged in the Rural Area because they would potentially encourage urban sprawl.

#### RPI - RURAL AREA USES

The uses provided herein shall be applicable to all RPI sites within the Rural Area.

#### **Principal Uses**

Multi-family dwellings; Office; Business and Professional Office; Institutional; Large scale institutional uses, which require supporting residential and office components; Commercial retail sales and service establishments limited to 50 percent of the site area; Live/Work Units; Financial institutions; Restaurants (without drive-in or drive-thru facilities); Single Room Occupancies (SROs); Off street parking lots and garages when combined with another principal use; Single-family dwellings which were originally constructed as single-family dwellings prior to adoption of the 2030 Comprehensive Plan; and Uses associated with and developed as an integral component of TOD.

An establishment or facility in which beer, wine, or other alcoholic beverages are produced for on-site consumption where production does not exceed 10,000 barrels (310,000 gallons) per year and offsite sales to a state licensed wholesaler do not exceed 75% of production is permissible by PUD only. The aforementioned shall not limit the production of beer, wine or other alcoholic beverages for exclusively on-site consumption in conjunction with an otherwise permissible restaurant or retail sales and service establishment.

Single-use developments shall be limited to residential or office. Single use residential developments shall be pursuant to the requirements of the Medium Density Residential (MDR) category.

Mixed use developments may not include more than 90 percent of any individual use.

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#### Secondary Uses

Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Single-family dwellings a part of a single-use or mixed used development; Veterinary Offices; and Filling stations.

#### **Ancillary Transitional Uses**

Off street parking facilities; Stormwater facilities; Open spaces.

Ancillary uses may be shared between abutting RPI sites and do not count as principal uses. They may fully occupy a site designated RPI only when the RPI serves as a transition between more and less intense uses, and the facilities are ancillary to the function of one of the adjacent uses; provided, however, that off street parking facilities in the RPI land use category shall only serve primary uses also in an RPI land use category.

#### RPI - RURAL AREA DENSITY

The maximum gross density within the Rural Area shall be 20 units/acre and there shall be no minimum density; except that Transit-Oriented Development (TOD) shall provide a minimum gross density of 15 units/acre; and may increase the maximum gross density by an additional 10 units/acre.

#### RPI - RURAL AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all RPI sites within the Rural Area.

- Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element.
- Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.
- Commercial retail sales and service establishments shall be limited to the ground floor.
- Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. In the case of TND, developments should also be massed along the newly created street network.

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- Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.
- To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.
- In TOD, TND, and mixed use developments open spaces should be designed as a common connecting element between uses.